



Inclusive Entrepreneurship Policies: Country Assessment Notes

Luxembourg, 2018



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FOREWORD

Inclusive entrepreneurship policies aim to offer all people an equal opportunity to create a sustainable business, whatever their social group. This is an important requirement for achieving the goal of smart, sustainable and inclusive growth set out in the Europe 2020 strategy. It is also a means to respond to new economic challenges, to create jobs and to fight social and financial exclusion. Among the key targets of inclusive entrepreneurship policies and programmes are women, youth, older people, the unemployed, migrants and people with disabilities, who all continue to face challenges in the labour market and are under-represented or disadvantaged in entrepreneurship activities. ‘The Missing Entrepreneurs’ series of publications of the Organisation for Economic Co-operation and Development (OECD) and the European Union discuss how public policies and programmes can support inclusive entrepreneurship. This includes refining regulatory and welfare institutions, facilitating access to finance, building entrepreneurship skills through training, coaching and mentoring, strengthening entrepreneurial culture and networks for target groups, and putting strategies and actions together for inclusive entrepreneurship in a co-ordinated and targeted way. Governments are increasingly recognising the challenge of inclusive entrepreneurship, but there is still much to do to spread good practice.

Women, youth and older people in Luxembourg were more likely than the European Union average to be involved in starting or managing a new business over the 2013-17 period. Approximately 6.4% of women were active business creation or new business management, as were 9.6% of youth and 6.5% of older people. National entrepreneurship priorities and objectives are outlined in the 4th National Action Plan to support SMEs, adopted in 2016. While a limited number of entrepreneurship initiatives are available for unemployed persons, support for other groups such as people with disabilities and seniors is not well developed.

This note is the third in a series of annual country assessments prepared by the OECD in collaboration with the Directorate-General for Employment, Social Affairs and Inclusion of the European Commission on the state of inclusive entrepreneurship policies and programmes in each European Union Member State. Each note provides an overview and assessment of policies and programmes that support people from under-represented and disadvantaged groups in business creation and self-employment, and suggests policy actions to address gaps in the support system and to improve the quality of available support offers. The notes cover national-level policies and programmes and, where relevant, sub-national initiatives and actions by the non-governmental sector. The 2018 notes include an additional section on female entrepreneurship support, which provides an overview of the entrepreneurship activity levels, obstacles faced and policy responses.

The notes are part of a wider programme of work by the OECD and the European Commission that includes ‘The Missing Entrepreneurs’ publications, the Better Entrepreneurship Policy Tool (www.betterentrepreneurship.eu), a series of Policy Briefs on specific target groups, policies and issues, and country reviews of youth entrepreneurship and women entrepreneurship. For more information please refer to: www.oecd.org/employment/leed/inclusive-entrepreneurship.htm.

ACKNOWLEDGEMENTS

This note is part of a series of notes on country-level inclusive entrepreneurship policies and programmes prepared by the Organisation for Economic Co-operation and Development (OECD) for the European Commission. These notes were prepared as part of the programme of work of the OECD Local Economic and Employment Development (LEED) Programme of the Centre for Entrepreneurship, SMEs, Regions and Cities (CFE) led by Lamia Kamal-Chaoui, Director. They provide an overview of current and planned policy actions and identify some actions that could be implemented to address gaps in the current support offering, or improve current offerings.

This note was prepared by Patrick Thill of the Luxembourg Institute of Socio-Economic Research LISER in Luxembourg. David Halabisky and Cynthia Lavison of the Centre for Entrepreneurship, SMEs, Regions and Cities (CFE) of the OECD undertook additional drafting and editing of the note under the direction of Dr. Jonathan Potter, also of the CFE. A draft version of this note was discussed with a steering group at a workshop in Luxembourg on 13 December 2018. The steering group was co- led by the OECD and Tom Baumert and Guylaine Hanus (Chamber of Commerce and House of Entrepreneurship). Other members of the steering group included: Christophe Stein (House of Entrepreneurship and Mutual Loan Guarantee Scheme), Nicolas Fries and Pelagia Baxevani (Nyuko), Marina Andrieu (WIDE), Cesare Riillo and Francesco Sarracino (STATEC), David Heinen and Laurent Solazzi (Ministry of Economy), and Nadine Muller and Vanessa Schummer (Ministry of Labour, Employment and the Social and Solidarity Economy). Much of the data contained in this note were prepared under the direction of Dr. Jonathan Levie of the Global Entrepreneurship Monitor. This note benefited from feedback and suggestions provided by and Guy Lejeune of Directorate-General for Employment, Social Affairs and Inclusion of the European Commission.

TABLE OF CONTENTS

KEY MESSAGES.....	6
1. INCLUSIVE ENTREPRENEURSHIP OBJECTIVES AND TARGETS	7
2. KEY INCLUSIVE ENTREPRENEURSHIP INDICATORS.....	8
2.1. Labour market context.....	9
2.2. Self-employment and entrepreneurship rates.....	9
2.3. A profile of the self-employed.....	12
2.4. Barriers to business creation	14
2.5. Entrepreneurship performance.....	15
3. ASSESSMENT OF CURRENT AND PLANNED INCLUSIVE ENTREPRENEURSHIP POLICIES AND PROGRAMMES	18
3.1. Policy framework.....	18
3.2. Government regulations.....	18
3.3. Financing entrepreneurship.....	20
3.4. Entrepreneurship skills	21
3.5. Entrepreneurial culture and social capital.....	22
4. FEMALE ENTREPRENEURSHIP IN LUXEMBOURG	24
5. POLICY RECOMMENDATIONS	26
6. REFERENCES	27
ANNEX: METHODOLOGY.....	29

KEY MESSAGES

- National entrepreneurship and innovation policy in Luxembourg is primarily geared towards high value, technology based businesses including new start-ups. High-tech industries tend to have high barriers to entry and can be difficult for entrepreneurs from some disadvantaged groups to enter. In addition, labour laws generally do not favour self-employment and access to finance for starting and growing a business is a constraining factor for all social groups in Luxembourg. There is also limited understanding of the socio-demographic characteristics of the self-employed.
- The self-employment rate in Luxembourg has been trending upwards over the past decade but remained below the EU average in 2017 in all groups but the youth. While there is a gender gap in entrepreneurship, the proportion of women involved in self-employment has increased over the last decade – from 5.7% in 2008 to 8.0% in 2017.
- National policy has focused on building capacity to encourage entrepreneurship and facilitate the further diversification of the economy towards high value-added knowledge-based industries. As a result, there is a dynamic eco-system for entrepreneurship and innovation in Luxembourg. Key recommendations for the next stage of entrepreneurship policy development, include: (i) adapt generic entrepreneurship programmes and initiatives to the needs of different groups and improve outreach; (ii) facilitate access to information; and (iii) improve outreach to migrant communities to promote entrepreneurship.

1. INCLUSIVE ENTREPRENEURSHIP OBJECTIVES AND TARGETS

The 2018 National Reform Programme (NRP)¹ outlines a series of measures that aim to enable long-term “smart, sustainable and inclusive growth”.² These measures support key policy priorities in the areas of: (i) education and training; (ii) R&D and innovation, (iii) efficient use of resources; and (iv) social cohesion and inclusion, including gender equality as a cross-disciplinary objective. These government priorities are implemented through a range of measures and initiatives, including the establishment of a new legal framework for business creation, measures to attract immigrant investors, and activities to promote and support self-employment (e.g. provision of training and business counselling). The NPR also includes activities to support disadvantaged population groups in society, including the transversal objective to foster inclusive entrepreneurship as a mechanism to increase employment rates and reduce crisis-related unemployment.

These measures have to be set against the objectives related to employment and social inclusion of the Europe2020 Strategy. The Europe2020 employment rate target for Luxembourg is 73% of people aged 20-64 years old by 2020, which was achieved as of April 2018 (73%). The poverty rate target, which measures the population at-risk of poverty or exclusion, aims to reduce the number of persons under the threat of poverty or social exclusion by 3 000 by 2020. The Luxembourg’s government in its 2018 NRP aims to reduce the number of persons under the threat of poverty or social exclusion by 6 000 by 2020. Recent data by the European Commission for Luxembourg underlines that the poverty rate decreased steadily from 19% in 2013 to 16.5% in 2016 (CSL, 2018), which was below the EU average of 24.4%.

To advance these objectives, the investment priorities of the Operational Programmes for European Social Fund (ESF) funding for the 2014-20 have concentrated on supporting individuals from groups that are disadvantaged in society. This includes job seekers under 30 years old in the context of the Youth Guarantee strategy, including those from immigrant backgrounds, as well as job seekers above 45 years and further disadvantaged groups such as refugees. The Operational Programmes for ESF funding are divided into three priority areas: (i) support for sustainable professional integration, accounting for 54% of the financial envelope; (ii) strengthened social inclusion, with 20% of the financial envelope; and (iii) promoting the acquisition of new skills for another 20% of the financial envelope.

With this broad framework in mind, the government’s national policies focus on efforts to support job seekers and reinforce their employability. This policy approach is well reflected in the employment measures that promote high quality, sustainable and inclusive jobs, and supports measures and actions designed to eliminate precariousness and poverty. There are employment measures at the level of the National Employment Agency (ADEM) aiming to enhance the integration into the labour market of vulnerable population groups. These focus in particular on youth, women, older people and people with disabilities.

¹ The National Reform Programme is presented by EU governments to the European Commission in parallel with the Stability and Convergence Programme and sets out the country's budgetary plans for the coming three to four years.

² http://ec.europa.eu/europe2020/europe-2020-in-your-country/luxembourg/national-reform-programme/index_en.htm

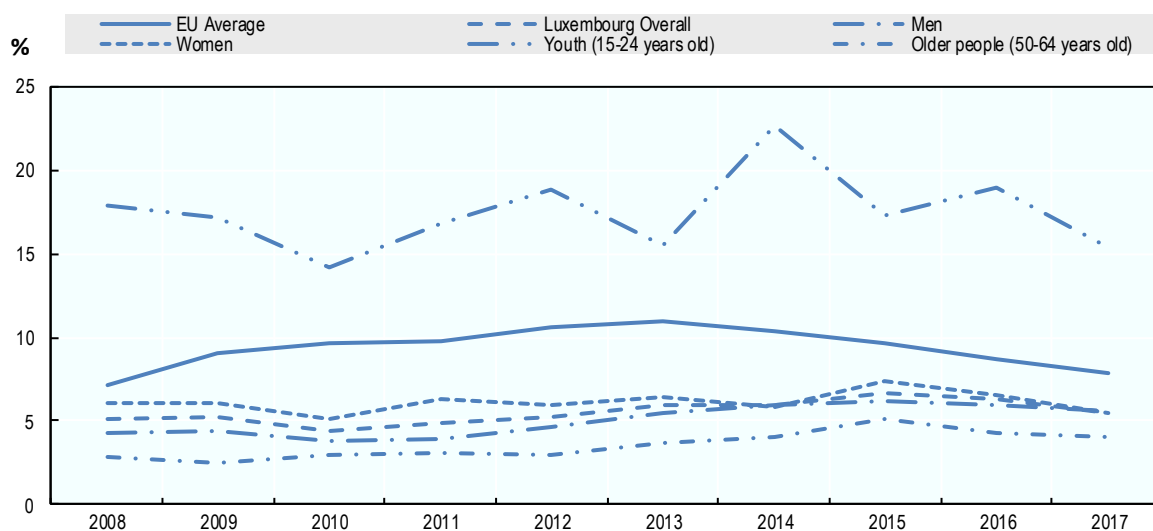
Current entrepreneurship priorities and objectives are outlined in the 4th National Action Plan to support SMEs, adopted in March 2016. The action plan seeks to promote entrepreneurship more broadly, develop more SME-friendly regulations, improve access to finance, and support innovation in SMEs. In addition, the plan seeks to promote entrepreneurship for women and youth and build a supportive entrepreneurship ecosystem. While the action plan identifies some actions related to inclusive entrepreneurship, it does not define any clear targets related to self-employment and business creation by disadvantaged groups.

2. KEY INCLUSIVE ENTREPRENEURSHIP INDICATORS

2.1. Labour market context

Unemployment in Luxembourg declined from a peak at 6.7% in 2015 to 5.5% in 2017 after increasing during the financial crisis. This was well below the European Union (EU) average in 2017 (7.8%) (Figure 1). The unemployment rates were similar for men and women in 2017 (5.5% and 5.6% respectively). Youth unemployment has fluctuated widely over the past decade while remaining significantly higher than the national average. It was 15.4% in 2017, down from 18.9% the previous year and a 22.6% peak in 2014. In most EU countries, the youth unemployment rate is double the national average but in Luxembourg, it has been nearly triple in recent years.

Figure 1. Unemployment rate, 2008-17



Source: Eurostat (2018), Labour Force Survey.

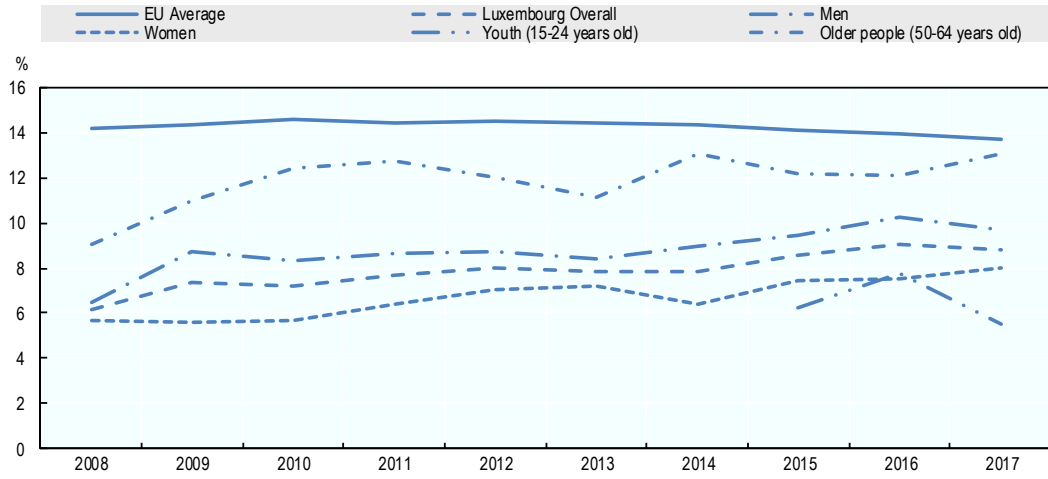
2.2. Self-employment and entrepreneurship rates

Overall, the proportion of the working population who are self-employed has been trending upwards in Luxembourg over the past decade. However, in 2017, the self-employment rate in Luxembourg (8.9%) was still below the EU average (13.7%) (Figure 2a). The self-employment rates for women and older people were also under the EU average in 2017 (8.0% vs. 9.7% for women; 13.1% vs. 17.9% for older people). By contrast, the youth self-employment rate stood at 5.6%, above the EU average of 4.0%.

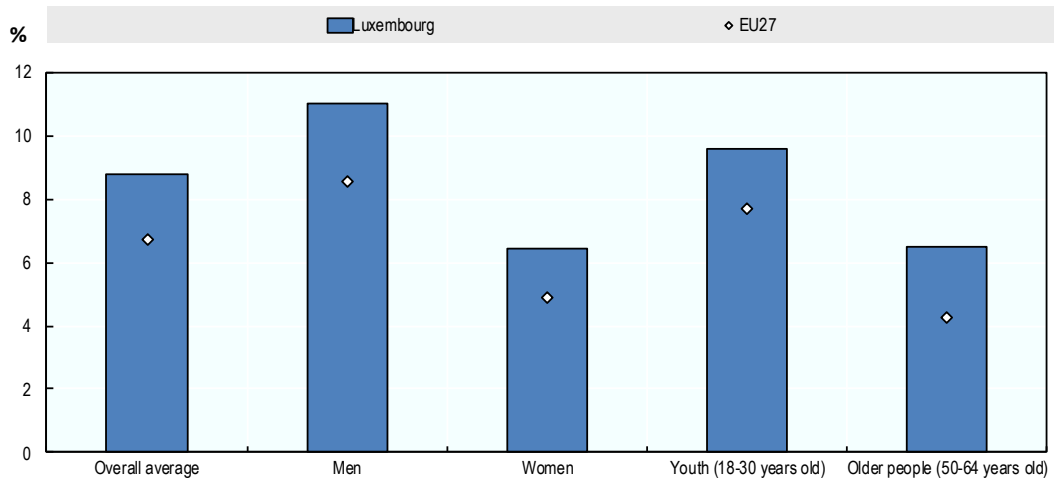
One explanation for the low level of self-employment could be that many self-employed people register their business in the neighbouring areas of the so-called “Greater Region”, i.e. in neighbouring countries and may therefore not be picked-up by the self-employment data. More non-residents from the surrounding Greater Region are opening their business than residents (Les Frontaliers, 2017).

Figure 2. Entrepreneurship rates by target group

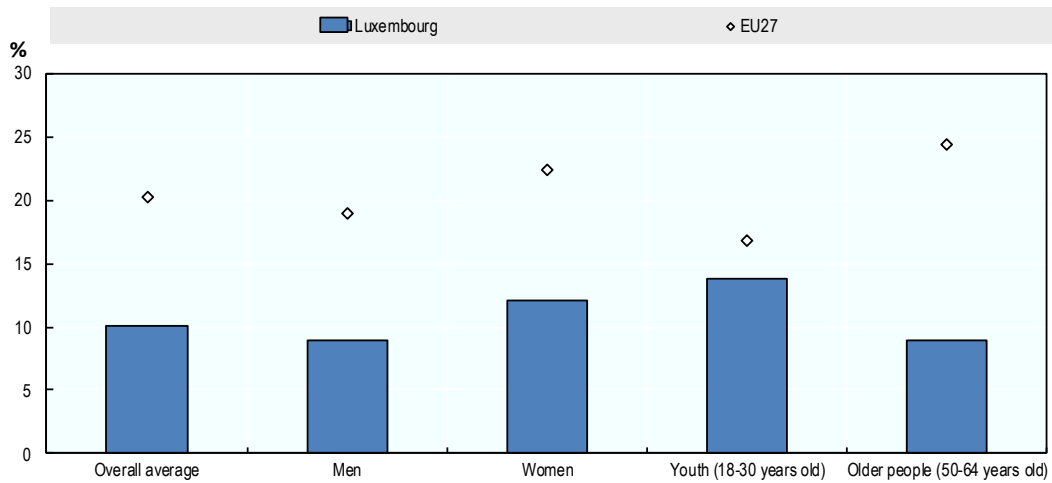
a. Self-employment rate, 2008-17



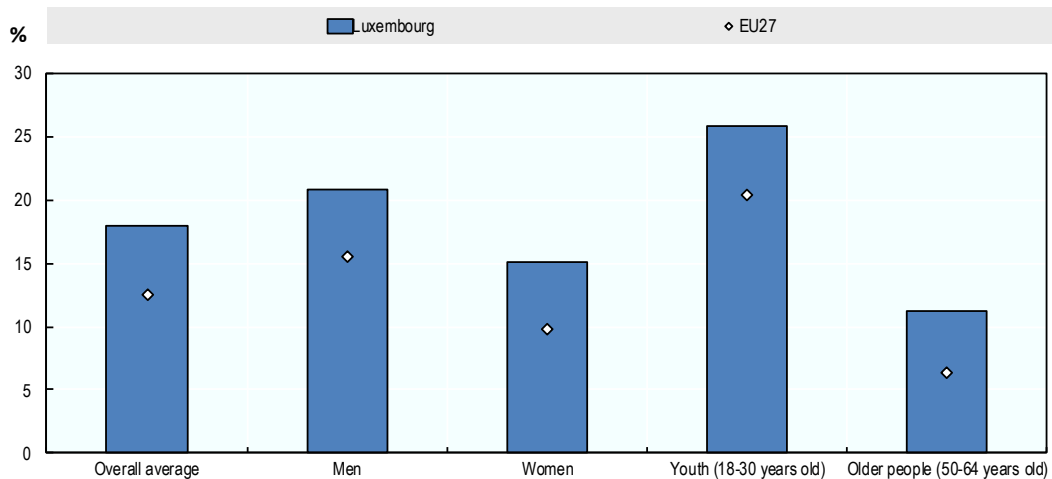
b. TEA-Rate, 2013-17



c. Proportion of TEA that is necessity entrepreneurship, 2013-17



d. Proportion who expect to start a business in the next 3 years, 2013-17



Note: The self-employment rate is defined as the proportion of those in employment who are self-employed. The TEA rate is the Total early-stage Entrepreneurial Activity rate, which is defined as the proportion of the population actively involved in pre-start-up activities and those who have started a new business within the last 42 months. The proportion of TEA that is necessity entrepreneurship is the proportion of entrepreneurs involved in setting-up a new business or operating a business that is less than 42 months old, who were motivated to start their business because they had no better options for work. Data for panels b, c, and d were pooled for the period 2013-17, producing an unweighted average. The EU27 average in panels b, c, and d covers all EU Member States except Malta because it is not covered by the GEM survey.

Source: Panel a contains data from Eurostat (2018), Labour Force Survey; Panels b, c, and d contain data from the 2013 to 2017 Global Entrepreneurship Monitor household surveys that were tabulated for the OECD (2018).

Another measure of entrepreneurship activities in the Total early-stage Entrepreneurial Activity (TEA) rate, which was developed by the Global Entrepreneurship Monitor (GEM). It measures the proportion of the population who are actively involved in starting a business or managing a new business that is less than 42 months old. Over the period 2013-17, the proportion of the population in Luxembourg that was involved in early-stage entrepreneurship activities was slightly above the EU average (8.8% vs. 6.7%) (Figure 2b). This finding held for all key target groups, including women (6.4% vs. 4.8%), youth (9.6% vs. 7.7%) and older people (6.5% vs. 4.3%).

Very few people in Luxembourg report that they are involved in entrepreneurship due to a lack of employment opportunities. Over the 2013-17 period, only 10.1% of entrepreneurs who were involved in setting-up or operating a new business started their venture because they had no better options for work, i.e. necessity entrepreneurship (Figure 2c). This was about half the EU average during the same period (20.3%). Entrepreneurs of all group were significantly less likely than the EU average to be engaged in necessity entrepreneurship. However, the gap with the EU average was much narrower for youth than for other groups: 13.7% reported having started their business out of necessity, about 0.8 times the EU average (16.8%). This low level of necessity-driven entrepreneurship may be linked to the dynamic labour market.

People in Luxembourg were more likely than the EU average during the 2013-17 period to expect to create a business over the next three years (Figure 2d). More than one-quarter of youth expected to start a business over the next three years, while 15.0% of women and 11.2% of older people did. These are all above the EU averages.

2.3. A profile of the self-employed

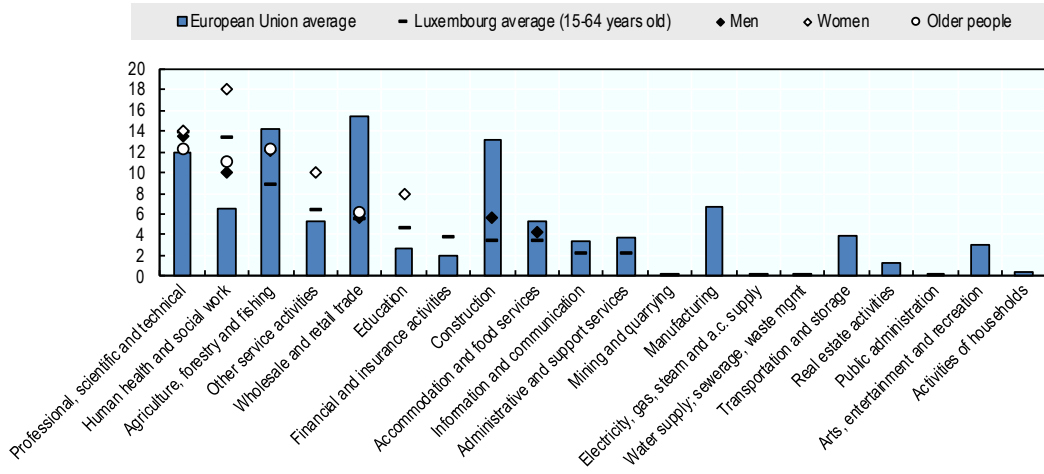
In 2017, the self-employed in Luxembourg were concentrated in Human health and social work activities (13.4%) and Professional, scientific and technical activities (13.8%). This contrasted with the average distribution in the EU, where the main sectors of activity were Wholesale and retail trade (15.4%) and Agriculture, forestry and fishing (14.1%) followed by Professional, scientific and technical activities (12.0%) (Figure 3a). There was little difference between men and women in terms of overall sectoral distribution, except that women were nearly twice as likely to work in Human health and social work than men (18.0% vs. 10.0%). The sectoral distribution of the self-employed in Luxembourg has changed over the past decade. In 2008, the self-employed were concentrated in Professional, scientific and technical activities (20.2%) and Agriculture, forestry and fishing (18.5%).

Self-employment data by education level attained are presented in Figure 3b. However, these are difficult to interpret, as nearly 24% of responses were a non-response in Luxembourg, relative to about 0.25% across the EU. Nonetheless, it appears that the self-employed in Luxembourg were more likely to have a tertiary education than the EU average in 2017 (36.4% vs. 35.1%).

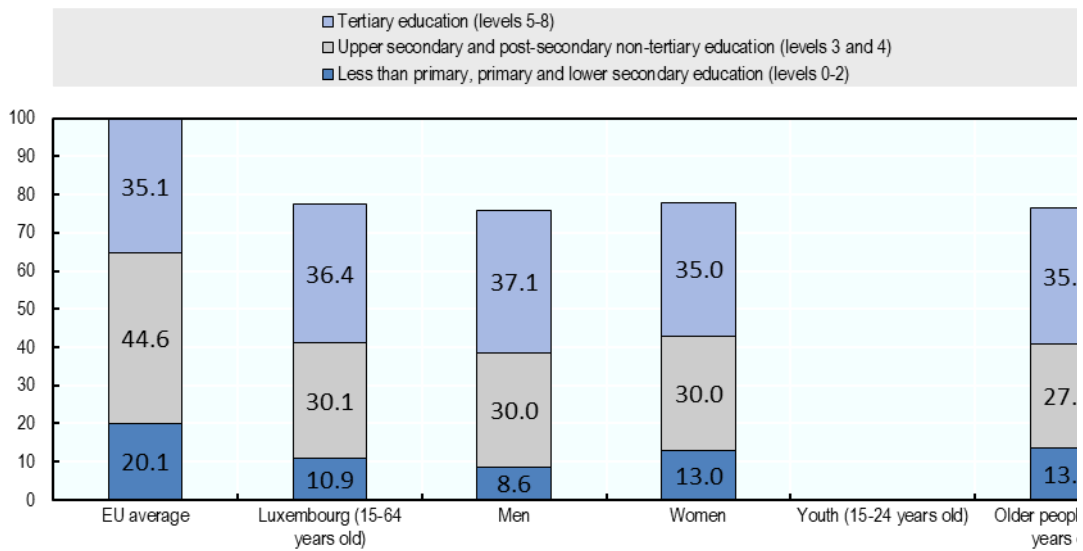
In terms of occupation, the vast majority of the self-employed were Professionals in 2017 (40.6%), which was about double the EU average (Figure 3c). This was followed by Service and sales workers (13%) and Technicians and associate professionals (13%). Women were about four times more likely than men to be working as Service and sales workers (23.0% vs. 5.7%).

Figure 3. Characteristics of self-employed workers by target group

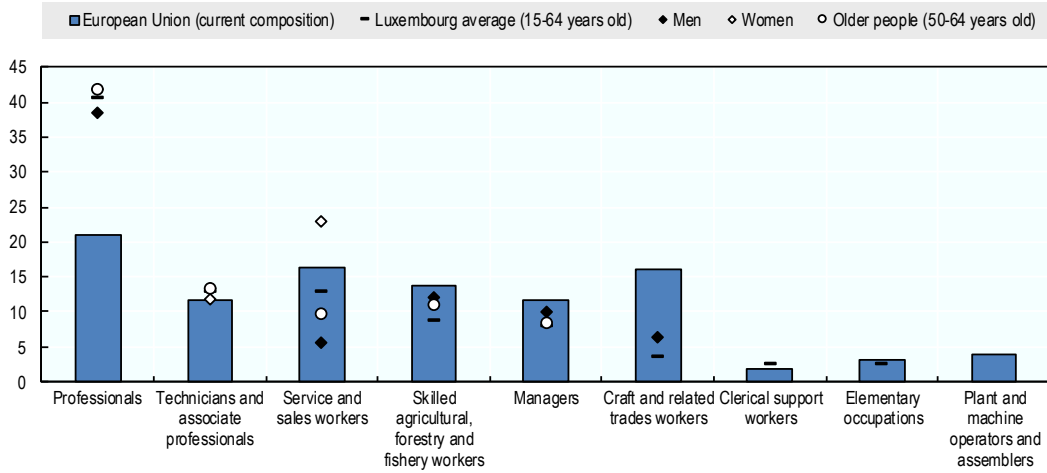
a. Distribution of self-employment by sector, 2017



b. Proportion of self-employed by educational attainment, 2017



c. Proportion of self-employed by occupation, 2017



Note: The self-employment rate is defined as the proportion of those in employment who are self-employed.

Source: Eurostat (2018), Labour Force Survey 2017.

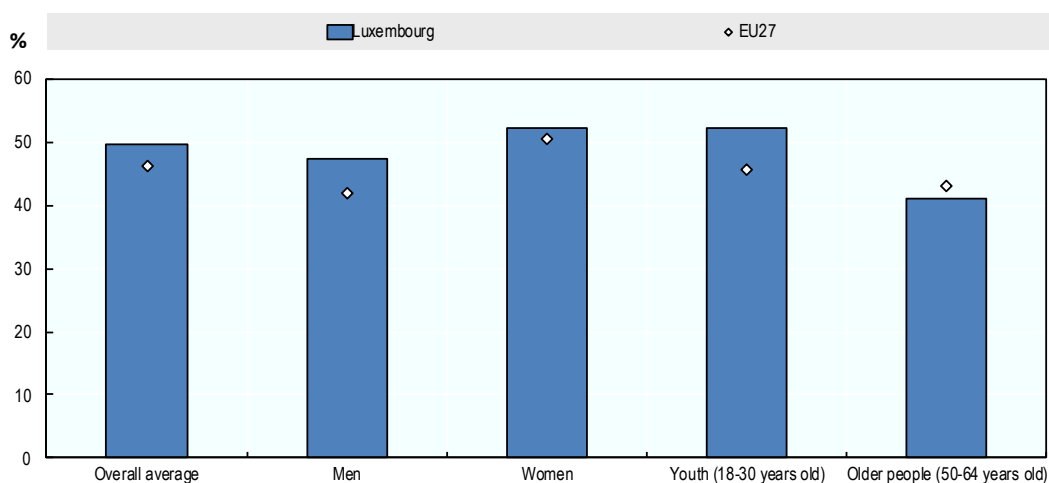
2.4. Barriers to business creation

Approximately half of the population indicated that a fear of failure was a barrier to business creation, which was about the same proportion as the EU average during the 2013-17 period (Figure 4a). Women (52.3%) and youth (52.2%) were the most likely group in Luxembourg to report this barrier, while older people were the least likely (41.1%).

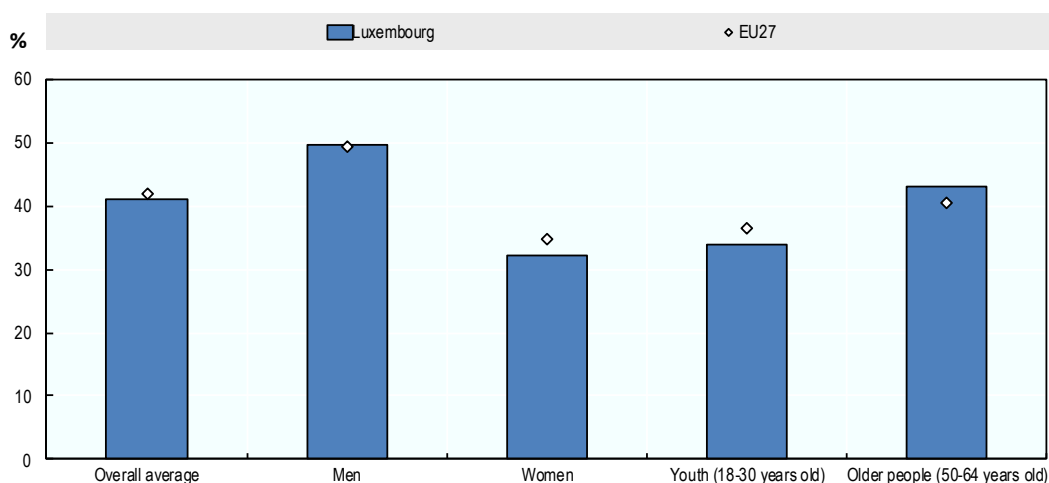
Similarly, people in Luxembourg were as likely as the EU average to report that they lacked the skills to start a business between 2013 and 2017 (Figure 4b). Less than one-third of women indicated that they had appropriate skills (below the EU average for this group) while about half of men did (close to the EU average). One third of youth believed that they had the skills to successfully start a business, which was slightly below the EU average. Older people were more confident – 43.0% perceived having the skills to start a business, slightly above the EU average for this group.

Figure 4. Barriers to entrepreneurship by target group

a. Proportion who report that a fear of failure prevents them from starting a business, 2013-17



b. Proportion who perceive that they have the skills to start a business, 2013-17



Note: Data were pooled for the period 2013-17. Responses were weighted to reflect the population in each year, but no weighting was used when pooling the time series data, i.e. all years have the same weight regardless of the sample size in each year. The EU27 average covers all EU Member States except Malta because it is not covered by the GEM survey.

Source: GEM (2018), special tabulations of the Global Entrepreneurship Monitor's household surveys from the 2013 to 2017.

2.5. Entrepreneurship performance

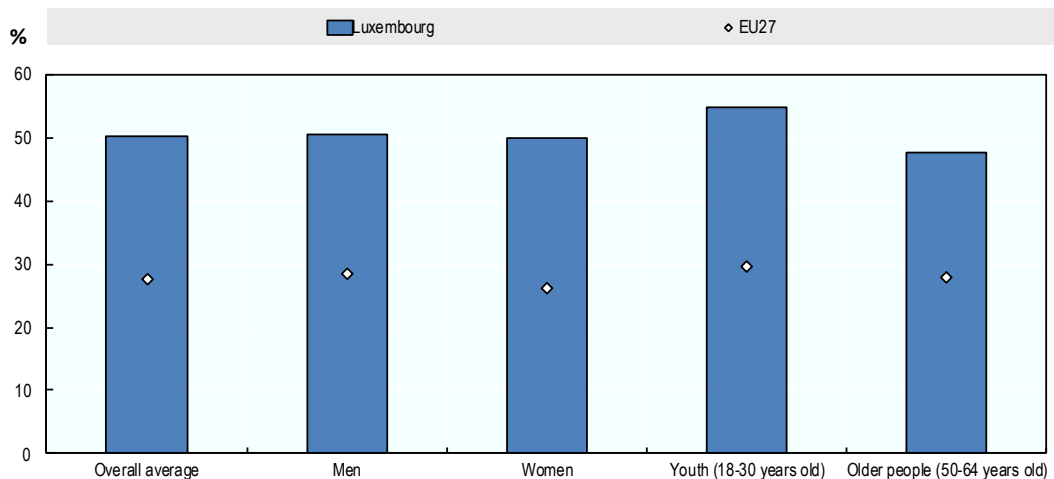
Entrepreneurs in Luxembourg are quite innovative. Over 2013-17, they were the most likely in the EU to report that their business offered new products and services with a share of innovative entrepreneurs close to twice the EU average (50.3% vs. 27.6%) (Figure 5a). Youth entrepreneurs were the most innovative group with 54.6% reporting selling new products and services, the highest rate in the EU. With 47.6% reporting selling new products and services, seniors were the least inventive group in Luxembourg, but they were still the second most innovative in the EU, after Danish senior entrepreneurs.

New entrepreneurs in Luxembourg were also more likely to sell to customers in other countries than the EU average (84.1% vs. 57.4%) (Figure 5b). They were the most export-oriented in the EU over 2013-17. There was a small gender gap (87.0% for men vs. 78.4% for women), but the gap was similar to the average gender gap in the EU. Both youth (84.1%) and senior entrepreneurs (83.1%) were very likely to sell to customers in other countries.

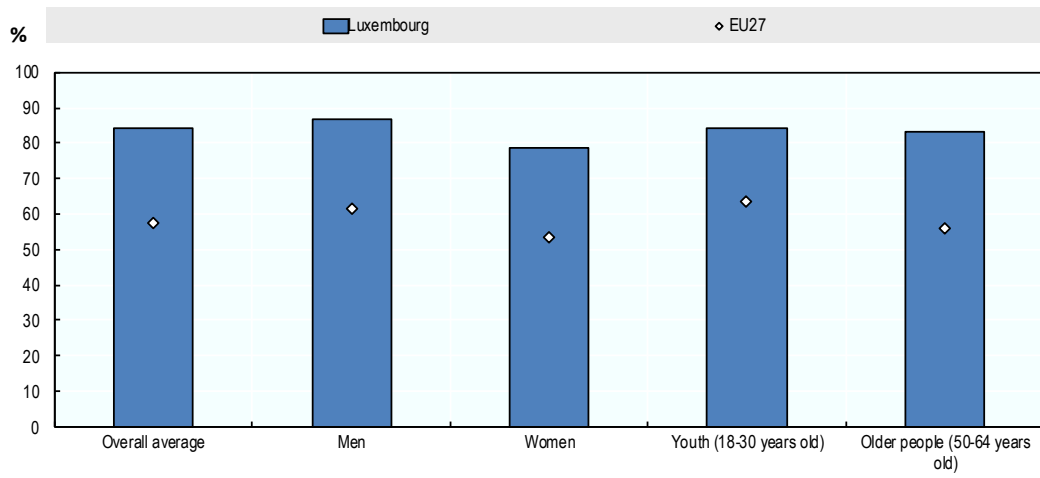
However, new entrepreneurs in Luxembourg were not likely to report that they expected to generate a lot of jobs through their business over the 2013-17. Over this period, 5.5% reported expecting to create at least 19 jobs over the next five years, the fifth lowest share in the EU. Men and youth entrepreneurs were about half as likely as the respective EU averages to indicate that they expected to create at least 19 jobs over the next five years. The gap was slightly narrower for women and youth, but they were respectively only 70% and 80% as likely as the EU average to expect to become significant employers (Figure 5c).

Figure 5. Self-employment and entrepreneurship activities by target group

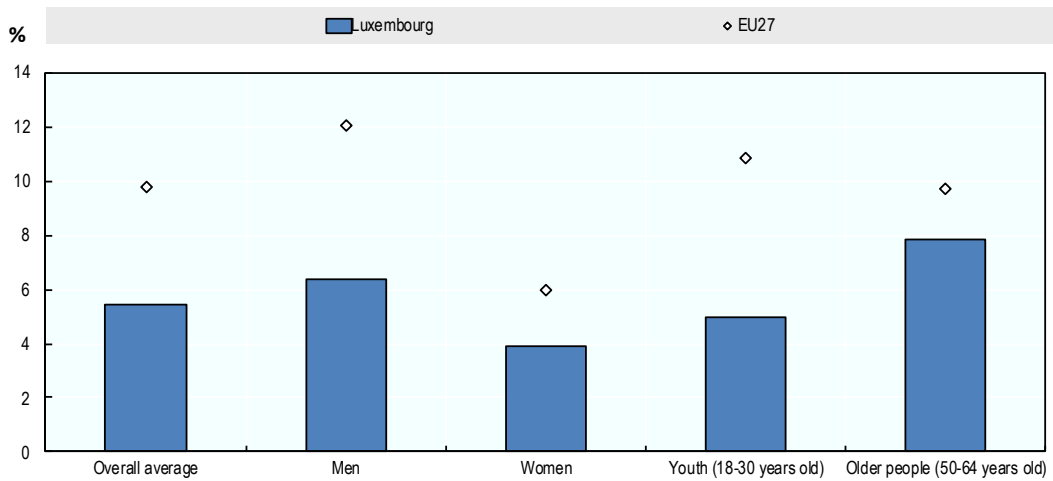
a. Proportion of new entrepreneurs whose products or services are new to all or some customers, 2013-17



b. Proportion who sell to customers in another country, 2013-17



c. Proportion of early-stage entrepreneurs who expect to create more than 19 jobs in 5 years, 2013-17



Note: Data were pooled for the period 2013-17. Responses were weighted to reflect the population in each year, but no weighting was used when pooling the time series data, i.e. all years have the same weight regardless of the sample size in each year. The EU27 average covers all EU Member States except Malta because it is not covered by the GEM survey.

Source: GEM (2018), special tabulations of the Global Entrepreneurship Monitor's household surveys from the 2013 to 2017.

3. ASSESSMENT OF CURRENT AND PLANNED INCLUSIVE ENTREPRENEURSHIP POLICIES AND PROGRAMMES

3.1. Policy framework

The government generally promotes a positive climate for entrepreneurship and has implemented a number of measures to foster self-employment and business creation. Overall, entrepreneurship policy is focused on supporting growth and innovation.

Current entrepreneurship priorities and objectives of the Luxembourg government are outlined both in the 2014 government programme and in the 4th National Action Plan to support SMEs, which has been adopted in March 2016. The plan puts forward 99 measures on ten priority axis including promoting an entrepreneurial spirit, adapting regulations for changing labour markets, fostering better access to finance and setting up an environment conducive to research and innovation.³ A new government programme is expected to be released at the end of 2018.

While the action plan covers entrepreneurs and SMEs broadly, it contains some objectives related to youth and women entrepreneurship. For youth, key objectives include improving the promotion of entrepreneurship through the education system and role models, as well as strengthening existing youth entrepreneurship networks (e.g. “*Jonk Entrepreneuren*”). Support to women entrepreneurship is envisaged through better childcare facilities and facilitated reconciliation between work and family life for men and women. These objectives are reinforced in the government’s National Action Plan for Equality (2015-18). The government further announces the promotion of employment measures that favour hiring disadvantaged and under-represented groups for SMEs, such as the elderly and people with disabilities.

Entrepreneurship and SME policy is co-ordinated by the Ministry of the Economy and implemented through a range of public and private actors and associations, including the national innovation agency Luxinnovation, the Chamber of Commerce, the Chamber of Crafts, the Public Employment Service (ADEM) and the recently established one-stop shop, the “House of Entrepreneurship”. Other ministries are also involved. For example, entrepreneurship is part of the areas of focus of the work of the Ministry of Equal Opportunities between Men and Women on gender equality in work. Overall, entrepreneurship initiatives are typically developed for the whole population of entrepreneurs rather than being tailored and targeted at specific population groups.

3.2. Government regulations

The government of Luxembourg has introduced a number of regulatory measures aimed at supporting new entrepreneurs. For example, the introduction in 2016 of the new “1-1-1” law reduced the steps involved in the process of registering a new business and allowed entrepreneurs to start an enterprise in one day at the cost of EUR 1. A reform taking in July 2018 also simplified access to some professions by abolishing the requirement to provide justification of qualification to practice “commercial activities not otherwise regulated” (*activités commerciales non autrement réglementées*). The reform is expected to lower the barriers to starting a business in the relevant areas. A dedicated status for social enterprises was also introduced for societal impact companies⁴. Another important

³ www.gouvernement.lu/5832314/4e-plan-action-PME.pdf

⁴ <http://luxembourg.public.lu/en/actualites/2018/02/01-sis/index.html>

measure was the introduction of the online platform *Guichet Unique* that explains how to start a business.⁵ A new publicly funded entity, the “House of Entrepreneurship” has been set up in October 2016 as a one-stop shop for all support needs related to starting a business. This initiative was implemented because it was perceived that although the support infrastructure for start-ups was strong, it was rather fragmented and sector-related with many different private and public agencies involved. The introduction of the “House of Entrepreneurship” aims at reducing some of the fragmentation of support services offered. These significant steps in reducing the administrative burden for start-ups will likely be disproportionately beneficial for entrepreneurs from under-represented and disadvantaged groups, as well as from potential entrepreneurs from other European countries. The government also announced in its 2016 SME Action Plan to undertake an analysis of barriers for self-employment in the social security system compared to employees and to take steps that secure equal benefits for self-employment and employees.

A policy dialogue is under way to introduce changes to the Labour Code to allow for more flexible work schedules and home-based work. One of the major reforms in this area is the reform of parental leave implemented in 2017, which allows for more flexibility and aims to help workers balance private and work life more efficiently.⁶ The SME Action Plan further outlines the need for an improved capacity and quality of childcare facilities allowing for facilitated reconciliation between work and family life for all. This is expected to support women entrepreneurship and contribute to allow women with children to return to the labour market and to combat shortages of skilled labour in SMEs.

A new legislation introduced in April 2018 stipulates that jobseekers who are in the process of setting up their business will continue to receive employment benefits for a period of six months without accepting job offers. Some employment measures implemented by ADEM (i.e. the “Fit4Entrepreneurship” initiative or the opportunity for jobseekers over 40 years to create their own business) also make it easier for SMEs to employ people from disadvantaged groups, such as older people, long-term jobseekers or people with disabilities. In addition, refugees are supported in accessing employment by ADEM and private organisations such as the “Connections” project led by ASTI with the collaboration of the Chamber of Crafts.⁷ Connections provides refugees with competencies assessments, labour market preparation workshops and support to finding internships and employment.

A 2015 STATEC study based on data from the Global Entrepreneurship Monitor (GEM) concluded that immigrants (especially high-skilled immigrants) are willing to open businesses in Luxembourg.⁸ A recent change of the immigration law in 2016 introduced two new categories of work permits with the objective to encourage entrepreneurship in Luxembourg: a resident permit for investors and a residence permit within the framework of a business plan for companies from outside the EU. Moreover, students who have completed their degree in Luxembourg will be eligible for a residence permit as self-employed or employees after graduating.

⁵ www.guichet.public.lu

⁶ www.guichet.public.lu/entreprises/fr/ressources-humaines/conges/situation-perso/conge-parental/index.html

⁷ www.asti.lu/remise-de-certificats-aux-participants-du-5eme-groupe-de-refugies-du-projet-connections-en/

⁸ <http://www.statistiques.public.lu/fr/publications/series/economie-statistiques/2015/81-2015/index.html>

3.3. Financing entrepreneurship

A core element of entrepreneurship policy is facilitating access to finance for entrepreneurs. Loans and state aids are available, and there is a long history of collaboration between companies, banks and public and private actors to support new start-ups.

Policies geared towards facilitating access to finance place an emphasis on innovation and high-growth firms. To this end, new loan instruments for SMEs were introduced by the “*Société nationale de crédit et d’investissement*” (SNCI) to strengthen research development and innovation in companies. The EUR 20 million Digital Tech Fund⁹ for example, provides seed funding to ICT start-ups operating in sectors such as cybersecurity or digital health. It receives contributions from the government, the SNCI, the University of Luxembourg and other contributors. Despite a general focus on innovation, several grants are open to a wider range of SMEs and entrepreneurs, including key social groups of inclusive entrepreneurship. The Mutual Loan Guarantee Scheme (*Mutualité de Cautionnement*) for example, offers loan guarantees to entrepreneurs.

Long-term unemployed¹⁰ persons eager to set up a company are entitled to a grant by the National Employment Agency ADEM during their first six months of activity. The grant is equal to their entitlement to unemployment benefits during this period and is provided as a single payment made by the Ministry of Labour and Employment after the request was approved and after providing a business plan. Employers can also benefit from financial incentives by the National Employment Agency ADEM if they intend to recruit jobseekers from disadvantaged population groups.

The Ministry of the Economy supports business creation and self-employment through the Fit4Start programme, which provides a grant of EUR 50 000 in combination with a rigorous 16 weeks programme in which a coach is assigned to the new entrepreneur and training on various topics is provided (product development, market strategies, sales, and growth and investment planning).¹¹ Participating start-ups are however required to contribute EUR 10 000 of own equity capital in order to co-finance the programme. More broadly, the Ministry of the Economy has implemented a legal framework under which start-ups can benefit from a wide scheme of state aids. Companies who wish to receive training and advice outside of a programme can apply at the Ministry of the Economy for a grant or interest subsidy of 50% of their trainings costs encountered. Payment is usually made in one instalment after the training has been finalised.

In line with the overall policy objectives on entrepreneurship, new financing mechanisms enacted by the government focus on supporting innovative and high-growth entrepreneurship. One of the recent initiatives has been the creation of the Luxembourg Future Fund of EUR 150 million that aims to attract and develop entrepreneurial activities with a focus on innovation and with the objective to contribute to the economic diversification and sustainable development of the country. Another is the Luxembourg Business Angel Network, which is a non-profit organisation that supports entrepreneurial activities through the development and management of private investors that are partnered with high-growth SMEs in Luxembourg. The network has close links to the Ministry of the Economy and Chamber of Commerce, which allows for better promotion and matchmaking.

⁹ <https://digital-luxembourg.public.lu/initiatives/digital-tech-fund>

¹⁰ The programme is open to those who have been unemployed for at least six months and had been working for at least six years in Luxembourg prior.

¹¹ www.luxinnovation.lu/Services/Soutien-aux-start-up-innovantes/Fit-4-Start/Programme-et-contenu

While access to finance is generally not perceived as a barrier for mainstream entrepreneurship, no financial mechanisms are available to support disadvantaged and under-represented groups in entrepreneurship. Existing initiatives focus on innovative SMEs and require either matching funds from the companies or investments upfront which are reimbursed at a later stage. Entrepreneurs from disadvantaged and under-represented groups may however have difficulties in providing large sums of money upfront, which may discourage them from starting an entrepreneurial activity. The number of small-scale supports mechanisms for financing self-employment should be increased. Existing initiatives include the MICROLUX initiative and the *Coup de Pouce* (boost) microcredit programme of the *Fondation des Universitaires en Sciences Economiques* (Foundation of Academics in Economics – FUSE).¹² The microfinance support for vulnerable groups and micro-enterprises offered through the EU Programme for Employment and Social Innovation (EaSI) should be put to use.

3.4. Entrepreneurship skills

Business consultancy and support is provided to all start-ups, interested SMEs and entrepreneurs by the House of Entrepreneurship, the House of Training, the Chamber of Commerce, the Luxembourg School for Commerce (LSC), Luxinnovation and the Chamber of Crafts, including personalised advice and support for business creation as well as assistance in the application process to obtain a business permit and group counselling sessions. As mentioned in section 3.2, the House of Entrepreneurship acts as a one-stop shop for support. It provides information and offers services such as mentoring, support to digitalisation and a viability centre which assesses bankruptcy risks. It also hosts free events (e.g. the Entrepreneurs Day) providing information and training.

A significant programme offering coaching and early start-up funding to SMEs in Luxembourg is the Fit4Start¹³ initiative. Over a cycle of 16 weeks, the programme supports start-ups through workshops and individual coaching days, covering subjects such as product development, client identification and company investment and growth. The programme further offers free access to the incubator co-working space. Non-governmental organisations are also active in providing business development support and coaching to entrepreneurs. Nyuko, for example operates several free support programmes assisting entrepreneurs from early stages of idea development to proof of concept and implementation. It also supports social entrepreneurs.

Business incubators are also emerging as an important support tool. A wide range of incubators (eight in total¹⁴) have been launched over the last five to seven years, some of which are becoming specialised in particular sectors of the economy (i.e. creative industries, construction, or fintech). One incubator, the Lux Future Lab, targets students and young people. There are also several public and private networks and associations aiming to foster entrepreneurship in particular sectors or support certain groups.

Entrepreneurship for young people is promoted and strengthened through the Junior Chamber International Luxembourg and the Association of Young Entrepreneurs (*Jonk Entrepreneuren*). The mission of the Junior Chamber International Luxembourg is to provide young people with development opportunities. Members, aged between 18 and 40 years old, can engage in various projects according to their interests, including for entrepreneurship. *Jonk Entrepreneuren* is a publicly supported non-profit organisation founded in 2005 with the objectives of developing an entrepreneurial culture in Luxembourg and promoting self-employment. The association offers 11 programmes in

¹²www.microlux.lu

¹³www.luxinnovation.lu/innovate-in-luxembourg/performance-programmes/fit-4-start

¹⁴ www.innovation.public.lu/en/innover/start-up/hebergement/incubateurs/index.html

entrepreneurship education at each level of education from primary school to higher education. In 2016, more than 10 600 young people participated in the programs of the association with the support of more than 350 business volunteers from different sectors. Entrepreneurship education is further strengthened through the ESF-funded Youth Start Entrepreneurial Challenges project, which developed practical experiential learning programmes at the compulsory school level in Austria, Luxembourg, Portugal and Slovenia. The programme is flexible in its application and encourages teachers to use Youth Start Entrepreneurial modules with their students. The University of Luxembourg recently created a professional Master of Entrepreneurship and Innovation (MEI).¹⁵ For disadvantaged youth, projects such as Build Up Your Life, and co-financed by the ESF, provide incentives and support to become self-employed.

There are also business plan competitions and incubators, which offer training and coaching activities to young entrepreneurs. However, these typically private-sector initiatives generally target high-tech businesses. Examples include the CYEL awards,¹⁶ the *Prix créateur d'entreprise*¹⁷ in the crafts sector, the Lux Future Lab and the PWC Accelerator Project.

For unemployed people, the initiative Fit4Entrepreneurship supports unemployed people¹⁸ interested in self-employment with coaching and mentoring. The programme has been developed in partnership with the Ministry of Labour and Employment and the Chamber of Commerce with the financial support of the ESF. Trainers come from the House of Entrepreneurship initiative. The first edition of the programme in 2015-16 led to 37 company creations and an overall 125 jobseekers participated in the programme.

There are no tailored entrepreneurship trainings for seniors, migrants, or people with disabilities although that they can benefit from training courses and guidance offered by the above-mentioned actors.

Women can also benefit from over 20 informal and private networks and associations partially covering business counselling and mentoring, such as the Women in Digital Empowerment (WIDE)¹⁹ initiative. Women's entrepreneurship support is also discussed in Section 4. Disadvantaged target groups in all age categories can benefit from training organised by ADEM or tailor-made and sector-specific professional training courses offered within the House of Training.

3.5. Entrepreneurial culture and social capital

The promotion of an entrepreneurial culture is driven by a high number of non-profit and private associations, with some of them having a specific focus on key target groups of inclusive entrepreneurship.

There are approximately 20 public and private networks, associations and initiatives related to women entrepreneurship. Opportunities for social capital development and exchange for women-only groups are well developed and there is some media attention to the activities of women. Examples of prominent networks for women include the Network – Connecting Women in Luxembourg. The

¹⁵ https://wwwen.uni.lu/formations/fdef/master_in_entrepreneurship_and_innovation_professionnel

¹⁶ www.cyel.lu

¹⁷ <http://createur.cdm.lu/fr>

¹⁸ Registered with the Public Employment Service ADEM for at least six months

¹⁹ <http://wide.lu/>

Network brings together women business leaders and professionals residing in Luxembourg and the surrounding regions, but is open to women of all nationalities. It provides networking opportunities, promotes personal and career development among its members, and encourages social, cultural and philanthropic activities. Another example is the Federation of Women Entrepreneurs in Luxembourg Established in 2004, the Federation aims to promote equal economic opportunities for women and men in Luxembourg. To this end, it encourages women to take on leadership roles across the different sectors of the economy, helps them to grow their network in Luxembourg and abroad, and seeks to influence those in power to pass laws encouraging female entrepreneurship.

The Youth Chamber promotes youth entrepreneurship, notably through the yearly organisation of the Creative Young Entrepreneur Luxembourg Award (CYEL), which rewards new businesses that contribute in strengthening the local economy. It also aims to promote entrepreneurship spirit and support entrepreneurs in their business.

In secondary education, the government presented in 2017 a strategy on entrepreneurship promotion to implement so-called entrepreneurial schools with three schools presently taking the lead. In terms of higher education, the University of Luxembourg created a professional Master of Entrepreneurship and Innovation (MEI). More broadly, guidance and counselling activities for the young have been set up through the Orientation House (*Maison de l'Orientation*) in the context of the Youth Guarantee that includes representatives from ministerial agencies and the BIZ structure at ADEM (the *Berufsinformationszentrum*).

The US Embassy in Luxembourg is supporting youth entrepreneurship through a Youth Entrepreneurship Contest with the aim of promoting entrepreneurial spirit in schools in Luxembourg. Within the contest, selected students learn the basics of creating a start-up, from developing an idea to putting together a business plan. Prizes are awarded to the best business pitches. Each year, the top five students are invited to attend the Free Enterprise Leadership Challenge, a one-week entrepreneurship camp in the United States.

Media attention to entrepreneurship is generally high. This has been especially the case since the creation of the new online magazine Silicon Luxembourg, which publishes success stories of start-ups in Luxembourg and includes special features on entrepreneurial individuals, including women and people with disabilities. It also provides information on entrepreneurship trainings and events. Other media sources with regular articles on entrepreneurship are the *Entreprises* and Paperjam magazines.

Most group-specific entrepreneurial culture initiative focus on women and youth but some non-governmental organisations targeted at other groups exist. For example, several organisation are involved in awareness raising for the needs of people with disabilities, including with regards to entrepreneurship (e.g. CARITAS).

4. OVERVIEW OF WOMEN'S ENTREPRENEURSHIP

The proportion of women engaged in entrepreneurship has increased over the last decade, while the overall self-employment rate has been fairly constant. This growth went in tandem with the development of the overall female employment rate that increased from 58.4% in 2005 to 67.7% in 2017. Women are also very active in social entrepreneurship. In 2012, they made up 69% of the workforce in the social entrepreneurship sector, and 90% of employees working for a for-profit social business in Luxembourg (Sarracino and Peroni, 2015). Nonetheless, the proportion of women who are self-employed was below the EU average in 2017. One reason for the gender gap in self-employment may be the relatively small wage gap in employment in Luxembourg, which could reduce the proportion of female workers that enter self-employment to advance their career. The gap in average income was of 5.5% in 2016 (Grand Duchy of Luxembourg, 2018), and an inverted gender gap was visible in median incomes in 2014 (STATEC, 2017).

Although studies on the topic are still scarce in Luxembourg, there has been a recent interest to examine the barriers to female entrepreneurship. In this respect, it has been highlighted that women are less visible (i.e. media) and that they require similar networking support as men in as a starting point to become entrepreneurs.²⁰ A 2006 study with the support of the Female Entrepreneurship Task Force (FEFT) underlined that women often develop small-scale business models as the necessary support is lacking and that those with children have difficulties balancing between entrepreneurship and motherhood (Sevrain and Radova, 2006). A 2011 study conducted by the Luxembourg Institute of Socio-Economic Research (LISER)²¹ for the government revealed that women lodged only 17% of business permits applications in Luxembourg. Despite the fact that new policies and initiatives could have contributed to a different picture in 2018, the 2011 study provides valuable insight on barriers to female (and general) entrepreneurship. Identified obstacles include the absence of a culture of entrepreneurship in Luxembourg, difficulties in access to financing and to a business location, administrative burden, and concerns on the impact of business creation on one's family.

As discussed in previous sections, support to women's entrepreneurship is included in Luxembourg's policy objectives pursuing gender equality. It is one of the action areas of the Ministry of Equal Opportunities between Men and Women. As mentioned in section 3.2, recent policy efforts to increase the number of childcare facilities, to offer a certain amount of free hours of childcare, and enhance their overall quality may also have a positive impact on the number of female self-employed in the long-term.

In addition, a series of established initiatives (active measures, associations and networks) provide tailored support to female entrepreneurs and contribute to societal awareness of female entrepreneurship in Luxembourg. The FFCEL²² (*Fédération des femmes cheffes d'entreprises du Luxembourg*) was created in 2004; the promotion of female entrepreneurship in Luxembourg is one of its main objectives. *Femmes Leaders Luxembourg*²³ is an association of influential female business decision makers, which offers a networking platform and training courses. The *Les Premières Luxembourg* initiative (in continuation of the previous *Les Pionnières Luxembourg* programme) is an incubator dedicated to

²⁰ <http://paperjam.lu/news/les-stereotypes-de-genre-ont-la-vie-dure>

²¹ <http://luxembourg.public.lu/en/actualites/2018/03/13-ecartsalarial/index.html>

²² <https://ffcel.lu/fr/accueil>

²³ <https://femmesleaders.wordpress.com/>

female-led and mixed genders entrepreneurial teams. The incubator provides support from the ideation stage to the launch. It is part of an international network of incubators aimed at women entrepreneurs and mixed teams in Belgium, France and Morocco (Les Premières, n.d.). the WIDE initiative supports female entrepreneurs in tech through its startup leadership programmes and runs a number of other initiatives supporting women and girls in tech and digital activities, including the “girls in digital” programmes that teaches coding to girls and women (WIDE, n.d.). The Think Tank for “promoting gender complementarity” *Equilibre* (balance) carries out research on gender equality in work, including mappings of the on start-up ecosystem in Luxembourg and a study on women entrepreneurs (Equilibre, n.d.). It provides support to women entrepreneurs through the Female Founder Fellowship programme developed in collaboration with the Founder Institute²⁴. The Luxembourg Board Pool²⁵ is another prominent initiatives to promote female entrepreneurship in Luxembourg. As mentioned in section 3, there are a number of networks and association active in supporting women entrepreneurship, but many of them are of a small scale and operate as non-profit, raising sustainability challenges.

²⁴ <https://ffcel.lu/fr/les-news/the-founder-institute-is-offering-together-with-equilibre-the-female-founder-fellowship-program-in-luxembourg-with-the-goal-of-increasing-the-number-of-local-female-entrepreneurs>

²⁵ www.mcmc.lu

5. POLICY RECOMMENDATIONS

Entrepreneurship policies and programmes in Luxembourg tend to favour support for innovative and high tech start-ups. With the exception of some tailored youth entrepreneurship initiatives, no group specific support is offered as all groups are eligible to receive support and funding and the country's scale is not necessarily conducive to a multiplicity of separate initiatives. To strengthen inclusive entrepreneurship policies and programmes, the following recommendations are put forward:

1. *Adapt generic entrepreneurship programmes to the needs of different target groups and increase their outreach.* Tailored modules could be developed to address individual and group specific needs within current entrepreneurship training programmes and more efforts are needed to use targeted outreach methods to ensure that various population groups are aware of available support offers. For example, the programme Fit4Entrepreneurship could be extended beyond its current eligibility to also include unemployed persons and actively involve people with disabilities and seniors in transition to new career path. More role models for resident entrepreneurs from under-represented and disadvantaged groups (in particular women, people with disabilities, and seniors) could be promoted.
2. *Facilitate access to information for aspiring entrepreneurs.* Efforts should also be made to facilitate access to information regarding entrepreneurship and support programmes, notably with regards to access to funding which remains an obstacle to aspiring entrepreneurs in spite of the relatively good availability of start-up funding in the country. The creation of the House of Entrepreneurship is a step towards more co-ordinated information but more could be done to increase availability.
3. *Improve outreach to refugees and vulnerable migrant communities to promote entrepreneurship.* While Luxembourg attracts a number of highly qualified professional migrants that may be well equipped to navigate the system, migrants that are more vulnerable may experience language barriers and other specific obstacles. Policy makers could collaborate with non-government organisations that work with these groups to strengthen the available entrepreneurship support programmes, including training, coaching and mentoring.

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ANNEX: METHODOLOGY

Each note was prepared by a national expert in co-operation with the OECD Secretariat. Information was collected through desk research and interviews (i.e. telephone, face-to-face, email) with key stakeholders and government representatives. The information was then verified by government partners, programme managers and other inclusive entrepreneurship stakeholder groups through email exchanges and one-day seminars in selected countries.

The notes are based on an assessment framework that was developed by the OECD Secretariat. The assessment framework provided a common analytical framework and report structure for the 28 notes that are in this series.

The framework contains five pillars:

1. Policy framework

- Is there an entrepreneurship strategy or action plan that explicitly covers the promotion and support of entrepreneurship for people in under-represented and disadvantaged groups?
- Is there a mechanism for co-ordinating inclusive entrepreneurship policy actions across relevant national ministries, and with regional and local governments and civil society organisations?
- Is there a systematic monitoring and evaluation process for the policies, programmes and schemes that promote and support entrepreneurship for people in under-represented and disadvantaged groups?

2. Government regulations

- To what extent are entrepreneurs from under-represented and disadvantaged groups treated equally with employees by social security schemes?
- Do measures exist that temporarily cover the loss of state income supports (e.g. unemployment benefits, disability allowances) for entrepreneurs amongst under-represented and disadvantaged groups when they start a business?
- Do measures exist to support under-represented and disadvantaged entrepreneurs in dealing with administrative procedures for entrepreneurship amongst under-represented and disadvantaged groups (e.g. information provision, support with administrative requirements)?
- Are there any entrepreneurship policy initiatives or schemes to address group-specific institutional challenges related to dependents (e.g. childcare, eldercare)?

3. Financing entrepreneurship

- Are there grants for business creation offered to support entrepreneurs from under-represented and disadvantaged groups?
- Is microcredit for business creation available to support entrepreneurs from under-represented and disadvantaged groups?
- Are there loan guarantee schemes for business creation to support entrepreneurs from under-represented and disadvantaged groups?
- Are there self-financing groups for business creation to support entrepreneurs from under-represented and disadvantaged groups?

- Are there public policy schemes that encourage and support business angel networks to support entrepreneurs from under-represented and disadvantaged groups?
 - Are there schemes that encourage and support crowdfunding and peer-to-peer lending to support entrepreneurs from under-represented and disadvantaged groups?
 - Is financial literacy training offered to support entrepreneurs from under-represented and disadvantaged groups?
- 4. Entrepreneurship skills**
- Are there entrepreneurship training initiatives for entrepreneurs from under-represented and disadvantaged groups?
 - Do high potential entrepreneurs from under-represented and disadvantaged groups have access to one-to-one or group coaching and mentoring?
 - Are there public initiatives that provide information on available support programmes or on business start-up procedures for entrepreneurs from under-represented and disadvantaged groups?
 - Are there business consultancy and advisory services for entrepreneurs from under-represented and disadvantaged groups?
 - Are there business incubators for entrepreneurs from under-represented and disadvantaged groups?
- 5. Entrepreneurial culture and social capital**
- Is entrepreneurship actively promoted as an employment opportunity amongst under-represented and disadvantaged groups through the education system, media, role models, etc.?
 - Are there public policy actions that attempt to build specific business networks for entrepreneurs amongst under-represented and disadvantaged groups?

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